STATE OF SOUTH CAROLINA  Annual Review of Purchased Gas Adjustment and Gas Purchasing Policies of South Carolina Electric & Gas Company			) BEFORE THE PUBLIC SERVICE COMMISSION OF SOUTH CAROLINA  COVER SHEET  DOCKET NUMBER: 2008 - 5 - G			
(Please type or print						
Submitted by:	K. Chad Burgess		SC Bar Number: 69456			
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NOTE: The cover s	heet and information	contained herein neither replace	Email: chad.bu	rgess@scana.com	of pleadings or other papers	
Other:INDUSTRY (C	Check one)	NAT	URE OF ACTIO	N (Check all tha	t apply)	
☐ Electric		Affidavit	Letter		Request	
☐ Electric/Gas		Agreement	Memorandı	ım	Request for Certification	
☐ Electric/Teleco	mmunications	Answer	☐ Motion		Request for Investigation	
☐ Electric/Water		Appellate Review	Objection		Resale Agreement	
☐ Electric/Water/	Telecom.	Application	Petition		Resale Amendment	
☐ Electric/Water/	/Sewer	Brief	Petition for	Reconsideration	Reservation Letter	
⊠ Gas		Certificate	Petition for	Rulemaking	Response	
Railroad		Comments	Petition for I	Rule to Show Cause	Response to Discovery	
Sewer		Complaint	Petition to 1	Intervene	Return to Petition	
Telecommunications		Consent Order	Petition to Ir	ntervene Out of Time	Stipulation	
☐ Transportation		Discovery	Prefiled Te	stimony	Subpoena	
☐ Water		Exhibit	Promotion		☐ Tariff	
☐ Water/Sewer		Expedited Considerat	ion Proposed C	)rder	Other:	
Administrative Matter		Interconnection Agreem	ent Protest		OK Rike	
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May 13, 2008

#### VIA HAND DELIVERY

The Honorable Charles Terreni Chief Clerk/Administrator South Carolina Public Service Commission 101 Executive Center Drive (29210) Post Office Drawer 11649 Columbia, South Carolina 29211 RECEIVED

2008 MAY 13 &M 11: 59

SC PUBLIC SERVICE
COMMISSION

RE: Annual Review of Purchased Gas Adjustment and Gas Purchasing Policies of South Carolina Electric & Gas Company
Docket No. 2008-5-G

Dear Mr. Terreni:

Enclosed for filing, on behalf of South Carolina Electric & Gas Company is the direct testimony of Martin K. Phalen, James E. Swan IV, Rose Jackson, and Harry L. Scruggs. Please accept the original and twenty-five (25) copies of each for filing. Additionally, please acknowledge your receipt of these documents by file-stamping the extra copies that are enclosed and returning them to us via our courier.

By copy of this letter, we are serving counsel for the South Carolina Office of Regulatory Staff with a copy of the enclosed direct testimony and attach a certificate of service to that effect.

If you have any questions regarding this matter, please advise.

Very truly yours,

K. Chad Burgess

KCB/kms Enclosures

cc: Shannon Bowyer Hudson, Esquire Shealy Boland Reibold, Esquire

(all hand delivery with enclosures)

#### **BEFORE**

#### THE PUBLIC SERVICE COMMISSION OF

SOUTH CAROLINA	SS	2008	IJ
DOCKET NO. 2008-5-G	PUBLI	<del>S</del>	
IN RE: Annual Review of Purchased Gas Adjustment and Gas Purchasing Policies of South Carolina Electric & Gas Company  CERTIFICATE OF SERVICE	JO SERVICE	3 5 1:59	

This is the certify that I have caused to be served this day ten (10) copies of South Carolina Electric & Gas Company's **Testimony of Martin K. Phalen, James E. Swan IV, Rose Jackson and Harry L. Scruggs** via hand delivery to the persons named below at the address set forth:

Shannon Bowyer Hudson, Esquire Shealy Boland Reibold, Esquire Office of Regulatory Staff 1441 Main Street, Suite 300 Columbia, SC 29201

Karen M. Scruggs

Columbia, South Carolina This 13th day of May 2008

#### **DIRECT TESTIMONY OF** 1 JAMES E. SWAN, IV 2 ON BEHALF OF 3 SOUTH CAROLINA ELECTRIC & GAS COMPANY 4 **DOCKET NO. 2008-5-G** 5 6 PLEASE STATE YOUR FULL NAME AND BUSINESS ADDRESS. Q. 7 My name is James E. Swan, IV. My business address is 1426 Main 8 Α. Street, Columbia, South Carolina. 9 BY WHOM ARE YOU EMPLOYED AND IN WHAT CAPACITY? 10 Q. I am employed by SCANA Services, Inc. and serve as the Controller of Α. 11 SCANA Corporation and its subsidiaries ("SCANA"), including South Carolina 12 Electric & Gas Company (the "Company" or "SCE&G"). 13 PLEASE BRIEFLY DESCRIBE YOUR EDUCATIONAL AND BUSINESS Q. 14 BACKGROUND. 1.5 I received a Bachelor of Science degree in Accounting from Clemson 16 Α. University, cum laude, in May of 1982. In June, 1982, I joined the public 17 accounting firm of Touche Ross & Co. as an auditor, and I left the firm in June 18 1986 to become the Controller of Nautilus Sports/Medical Industries, Inc. In 19 December of 1987, I returned to Touche Ross as an audit manager. While at 20 Touche Ross and later at Deloitte & Touche, I was responsible for the 21 performance of audit and related services for clients in the utilities, 22 manufacturing and distribution, healthcare, telecommunications and technology 23 industries. While at Deloitte & Touche, I served in a risk management role in the 24

firm's National Office, and I also devoted a significant amount of time to

resolution of technical accounting issues and to serving Securities and Exchange Commission (SEC) registrants. I left the firm as an audit partner in August 2000 to join SCANA as an assistant controller. I became SCANA's and SCE&G's Controller in the Spring of 2002. I am a certified public accountant in South Carolina and North Carolina, and I am a member of the American Institute of Certified Public Accountants.

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## Q. HAVE YOU PREVIOUSLY OFFERED TESTIMONY IN REGULATORY PROCEEDINGS?

I have submitted testimony to this Commission in three prior regulatory proceedings on behalf of South Carolina Electric & Gas Company and have given testimony from the stand in two of those proceedings.

## Q. PLEASE DESCRIBE THE SCOPE OF THE TESTIMONY YOU ARE PRESENTING.

A. My testimony concerns the accounting treatment for prepayments and collections related to municipal fees and the crediting of accumulated balances in certain prepayment accounts to customers through the cost of gas calculations.

## Q. HAS THE COMMISSION PREVIOUSLY CONSIDERED THESE MATTERS?

Yes. On December 20, 2007, SCE&G filed a letter with the Commission requesting an accounting order approving a revised accounting treatment for these prepayments and collections and approving the crediting of balances related to these prepayments to electric fuel costs and gas costs. On January 25, 2008,

the Commission issued Order No. 2008-49 granting SCE&G's request. The Commission did so without prejudice to any party in future proceedings and specifically indicated that it would consider testimony about these matters in the annual review of SCE&G's recovery rates for fuel costs, Docket No. 2008-2-E.

SCE&G gave notice to its customers that these issues would be considered in that docket and presented testimony concerning municipal fees at the hearing on March 27, 2008. In Order No. 2008-323, issued on April 30, 2008, the Commission affirmed the accounting treatment it had initially authorized in Order No. 2008-49. The Commission also affirmed SCE&G's approach for crediting the outstanding balances related to electric service to environmentally-related electric fuel costs.

In Order No. 2008-323, however, the Commission indicated that it would consider matters related to gas service in this proceeding.

My present testimony is filed in response to the Commission's directives related to gas service contained in Order No. 2008-323. In the interest of thoroughness and clarity, my present testimony contains much of the background material related to municipal fee prepayments that I presented in my testimony in the fuel clause proceeding, Docket No. 2008-2-E. The discussion that follows, however, otherwise focuses on the gas related-balances and SCE&G's approach to crediting them to cost of gas calculations.

## Q. PLEASE EXPLAIN THE HISTORY AND ORIGIN OF THE MUNICIPAL FEES AT ISSUE.

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Under Article VIII, Section 15 of the Constitution of South Carolina, and Section 5-7-30 of the Code of Laws of South Carolina, 1976, municipalities have the right to grant or withhold consent for utility companies to use public streets, alleys and other public spaces to serve customers within their boundaries. Historically, as consideration for the right to use these spaces, municipalities have required utility companies to pay them a percentage of utility revenues generated within the municipal limits. As of the end of 2007, SCE&G was a party to fee agreements requiring such payments with 150 municipalities, 95 of which relate to gas service. Within these 95 municipalities, SCE&G serves approximately 186,000 gas customers.

### Q. HOW ARE FEES CALCULATED UNDER THESE AGREEMENTS?

The fees charged to SCE&G under these agreements typically range from 3% to 5% of the amounts billed to residential and commercial customers within each municipality. Most, but not all, municipalities exclude revenue from industrial service from these fee assessments. This exclusion avoids creating an incentive for manufacturing plants within the municipal limits to close or move away.

While there is reasonable uniformity concerning many aspects of these agreements, the percentage of the fee charged varies from municipality to municipality. To further complicate matters, some of the 95 municipalities where

SCE&G serves natural gas have changed the amount of the fee they charge in recent years.

#### Q. HOW ARE FEES PAID UNDER THESE AGREEMENTS?

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A. The agreements require SCE&G to pay the fees in advance each year, with the payment itself being computed based on the prior year's billings. In other words, a payment made in 2007 is calculated based on 2006 billings and secures the right for the Company to use municipal spaces for providing utility service during 2008.

## 9 Q. HOW HAS THE COMPANY ACCOUNTED FOR THE PAYMENT AND 10 RECOVERY OF THESE FEES?

Before 1987, municipal fee payments were accounted for as general utility expenses and were treated like any other tax or other cost of providing utility service. Specifically, as required by 19 C.F.R. Part 101-Uniform System of Accounts Prescribed for Public Utilities and Licensees Subject to the Provisions of the Federal Power Act (the "Uniform System of Accounts"), prepayments of municipal fees were booked in Account 165, Prepayments. Each prepayment was then amortized into general utility expenses the following year as service was rendered to customers using the rights secured by the prepayment.

#### Q. HOW DID THIS CHANGE IN 1987?

Beginning as early as 1980, the Commission began requiring utilities to treat municipal fee payments as a separate expense, to remove that expense from base rate calculations, and to recover it from customers as a special surcharge

applicable only in the municipalities where a fee was imposed. In a 1987 gas rate proceeding, Docket No. 87-227-G, the Commission ordered SCE&G to use this approach for its gas customers. As the Commission stated in Order No. 87-1294:

The Commission notes that Order No. 80-80 in Docket No. 80-9-G directed Piedmont Natural gas to treat such fees as a separate expense for ratemaking purposes and collect the fees only from the customers residing within the city limits of the cities assessing such a fee. Order No. 84-708 in Docket No. 83-495-G directed Piedmont Natural Gas to recover its business license tax similarly. The propriety of the Commission's action was affirmed by the South Carolina Supreme Court in The City of Spartanburg v. The Public Service Commission of South Carolina and Southern Bell Telephone and Telegraph Co., 281 S.C. 223, 314 S.E.2d 599 (1984).

While Order No. 87-1294 applied to SCE&G's natural gas services, a similar order, Order No. 87-1381, directed SCE&G to use the same approach for electric services.

## 18 Q. HOW DID THIS ORDER AFFECT SCE&G'S ACCOUNTING FOR 19 MUNICIPAL FEE PAYMENTS AND CHARGES?

In response to this order, the Company began directly billing customers residing within municipal limits for these fees at the rates established in the applicable agreements. SCE&G continued to book the prepayments each year to Account 165 as required by the Uniform System of Accounts. However, rather than amortizing these prepayments into general utility expenses as it had done before 1987, the Company instead credited the subsequent-years' collections from customers against the prepayment in Account 165.

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#### Q. WHAT WAS THE RESULT OF THIS ACCOUNTING APPROACH?

This accounting approach was fully consistent with the Commission's orders of 1987, but this approach did allow balances to accumulate in Account the total state of 1987, but this approach did allow balances to accumulate in Account the total state of 1987, but this approach did allow balances to accumulate in Account the total state of 1987, but this approach did allow balances to accumulate in Account the total state of 1987, but this approach did allow balances to accumulate in Account the total state of 1987, but this approach did allow balances to accumulate in Account the total state of 1987, but this approach did allow balances to accumulate in Account the total state of 1987, but this approach did allow balances to accumulate in Account the total state of 1987, but this approach did allow balances to accumulate in Account the total state of 1987, but this approach did allow balances through to customers.

#### 6 Q. PLEASE EXPLAIN.

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As noted above, prepayments are calculated based on the prior year's billings. Collections to recover these fees depend on billings during the collection period two years later. Collections may be more or less than the associated prepayments depending on whether billings to the municipal customers increased or decreased between the calculation year and the collection year. When there is a difference between prepayments and later collections, that difference is seen as a balance in Account 165.

## Q. WHAT FACTORS INFLUENCED THESE YEARLY OVER15 RECOVERIES AND UNDER-RECOVERIES?

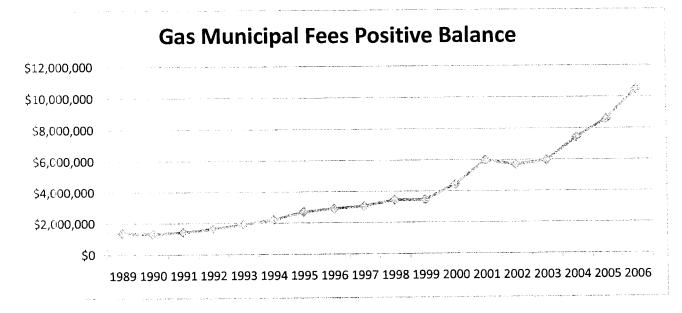
Factors that influenced the relationship between prepayments and collections year to year include increases or reductions in natural gas costs, weather (which can cause dramatic fluctuation in billings year to year), growth or decline in population or economic activity within the municipality, annexation of new areas and customers into the municipality, and base rate increases or reductions. In fact, over the past decade there has been significant variability in the relationship between payments and collections year to year. When the

relationship between payments and collections is analyzed on a municipality by
municipality basis, the variation is even greater.

## Q. WHAT HAS BEEN THE OVERALL TREND IN THE BALANCE OF THE PREPAYMENT ACCOUNT?

A.

In recent years, increases in gas commodity costs, as well as growth in energy demand and base rate adjustments, have resulted in a cumulative balance of collections compared to payments that is significantly positive. As of January 1, 2007, the cumulative positive balance of fee prepayments vs. collections related to gas service was approximately \$10.5 million. The Company has compiled the history of the cumulative gas balances at year end since 1989 by tracking the activity in the account retrospectively. The results are as follows:



This chart depicts how the balances became relatively larger only in the more recent years as commodity gas costs began their trend upward.

## Q. HAVE CUSTOMERS RECEIVED THE BENEFIT OF THE POSITIVE CUMULATIVE BALANCES RELATED TO THESE PREPAYMENTS?

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Yes. Customers have received the full benefit of any positive balances in these prepayment accounts. As required by the Uniform System of Accounts, the balance in Account 165, after netting all entries in the account, is included in rate base. As a result, any positive balance related to municipal fee collections in excess of prepayments reduces regulated rate base and reduces the Company's revenue requirement by the weighted average cost of capital applied to the amount of the rate base reduction. Reductions in revenue requirements have been reflected in each quarterly rate of return report filed by SCE&G since 1989 when a positive balance in the prepayment account first arose. The reductions were also reflected in each of the rate adjustments granted by the Commission since 1989.

# Q. PLEASE PROVIDE A SPECIFIC EXAMPLE OF HOW THESE BALANCES HAVE PUT DOWNWARD PRESSURE ON RATES.

The balances in these prepayment accounts have reduced SCE&G's revenue requirements, and the resulting rates, in both the 2006 and 2007 rate adjustments authorized by the Commission under the terms of the Natural Gas Rate Stabilization Act. Those rate adjustments were authorized in Docket No. 2006-157-G in Order No. 2006-553, dated September 27, 2006; and Order No. 2007-744 dated October 12, 2007. Specifically, the review period in Order No. 2007-744, which is the most recent proceeding, was the 12 months ending March 31, 2007. The balance in the prepayment account related to municipal fees was

million and resulting in a reduction in the Company's revenue requirement of \$1.3 million in that proceeding. In other words, as a result of the positive municipal fee balances on the books in that proceeding, retail gas rates were set to collect \$1.3 million less annually than would otherwise have been the case.

## 6 Q. WHAT ACCOUNTING TREATMENT DID THE COMMISSION 7 APPROVE IN ORDER NO. 2008-323?

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In Docket No. 2007-459-E, SCE&G requested the Commission to allow SCE&G, beginning with its calendar year 2007 financial statements, to record current-year payments of municipal fees as a prepaid expense on its balance sheet and record current-year collections as other electric or gas revenue, as appropriate, net of the amortization of the prior year prepayment. This accounting treatment ensures that, going forward, balances related to prepayments and collections will not accumulate, and that over-collections or under-collections will be reflected in utility income in future rate of return reports and will be reflected in gas rates annually through the adjustments made under the Natural Gas Rate Stabilization Act. The Commission authorized this accounting treatment in Order No. 2008-49 and confirmed this authorization in Order No. 2008-323 (p. 10).

### 20 Q. PLEASE EXPLAIN THE CREDITS TO GAS COSTS.

A. Under the cost of gas recovery mechanism approved by the Commission in Order No. 2005-619, the Company computes an individual demand cost of gas

component for the residential, commercial and industrial customer classes separately. Under the authorization granted in Order No. 2008-49, the Company made a one-time credit of \$10.5 million to the demand cost of gas component for residential and commercial customers. Under the gas cost recovery mechanism approved by the Commission in Order No. 2006-629, gas cost factors are computed on a rolling twelve-month average and adjusted as required month-to-month. As such, the \$10.5 million credit was reflected in the rolling twelve-month calculations of the demand cost of gas component for SCE&G's residential and commercial customers during this annual review period. The resulting credits were approximately \$7.2 million for residential customers and \$3.3 million for commercial customers.

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# WHY DID THE COMPANY PROPOSE TO APPLY THE GAS RELATED BALANCE TO THE DEMAND COST OF GAS COMPONENT FOR RESIDENTIAL AND COMMERCIAL CUSTOMERS ONLY?

As mentioned above, with few exceptions, municipal fee agreements exempt industrial customers from these fees. Allocating the credits to the demand cost of gas component for the residential and commercial customer classes makes it possible to allocate credits specifically to residential and commercial gas customers, and not to the industrial customers.

## Q. DID THE COMPANY CONSIDER OTHER ALTERNATIVES FOR FLOWING THESE FUNDS BACK TO CUSTOMERS?

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- Yes. The Company considered several options for targeting the credits more specifically to customers inside municipalities. However, the Company determined for a number of reasons that the mechanism conditionally approved in Order No. 2008-49 is the best and most fair and reasonable way to handle these credits. Several of the key considerations are as follows:
- The account balances in question have accumulated over a long period of time. During that time, customers have moved in and out of cities and towns, municipal boundaries have been expanded by annexation, and in some cases municipalities have been added or removed from the list of those within which SCE&G collects fees.
- have contributed greatly differing amounts to the cumulative over-collection of prepayments. As discussed above, the amount of contribution depends on a number of factors, including the rate of growth or decline in construction and economic activity within the municipality, and the rate of expansion by annexation that individual municipalities have experienced during that time. There is no consistency in contributions when viewed on a municipality by municipality basis.
- In addition, a number of municipalities have increased their franchise fee percentages from 3% to 5% at different times during the period. These

- changes have affected the level of contributions to the accumulation of the balances credited.
- Due to these sorts of complexities, any municipality-only or municipality-bymunicipality credit would have to be calculated and credited by hand. The cost and administrative burden of doing so would be significant.
- Municipality-specific credits would also mean that credits would be greatly different from municipality to municipality. Similarly situated customers, paying the same franchise fee percentage but living in towns with different growth or annexation rates could receive very different credits. Those differences could cause significant customer confusion and would be likely to place a significant burden on SCE&G's call center personnel and others who would be asked to explain the differences.

Considerations such as these have convinced the Company that the most fair and logical approach is to flow these balances back to customers on a uniform basis as credits to existing cost of gas calculations. Under this approach, all customers who pay the applicable cost of gas charges will get equivalent benefits from the credits, the municipal fee percentages as itemized on the customers' bills will continue to match the municipally-established fee percentages, and the administrative burdens and possibility of confusion will be minimized.

## Q. WHAT IS YOUR CONCLUSION AS TO THE APPROPRIATENESS OF THE PROPOSED CREDITING MECHANISM?

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In my opinion, adopting the proposed crediting mechanisms for the outstanding balances as of December 31, 2006, will ensure that the value of these balances is credited to customers in a uniform, reasonable and equitable way and one that targets the benefit solely to the customer classes that have contributed to creation of the balances.

# Q. WHAT HAS THE COMPANY DONE TO ENSURE THAT OTHER PREPAYMENT AND DEFERRED CREDIT OR DEBIT ACCOUNTS ARE NOT ACCUMULATING SIMILAR BALANCES?

As stated in my testimony in Docket No. 2008-2-E, my staff and I have reviewed the other prepayments being accounted for in our series of accounts within Account 165 of the Uniform System of Accounts to ensure that each one is appropriate and that each such prepayment is supported by an amortization and reconciliation mechanism that will properly reduce the balance held in the account as the benefit of the prepayment is received. By way of background, most of the items held in the Account 165 series are ordinary prepayments for things such as taxes, insurance, multi-year service agreements, or multi-year maintenance agreements. In all cases, the value of the prepayment is amortized into expenses as the benefit is received or on a schedule that reflects the terms of the contract under which the prepayment was made. As a result, balances are held in the account only as long as necessary to match the payment with the

associated services or benefits. In fact, these mechanisms work in the same way as does the amortization mechanism that the Commission initially approved for municipal fee balances in Order 2008-49. Under these mechanisms, the balance related to a given prepayment is reduced to zero as the services or benefits associated with that prepayment are received.

Beyond this review of amounts in the Account 165 series, my staff and I also made a review of the Company's other principal deferred accounts. These accounts typically exist by reason of Commission orders or other regulatory accounting guidance, and their balances are amortized into rates over time or are held to be expensed at a later date. Our review showed that these accounts are being administered properly and the balances they reflect are reasonable and appropriate. Based on the review my staff and I conducted, and based on my knowledge of SCE&G's accounts as its Controller, I am not aware of any other deferral accounts that have balances that are greater than what would be reasonably expected or where special action is necessary to flow benefits back to customers. The Company will continue to monitor these accounts and will come to the Commission if it becomes necessary or appropriate to take any action related to them in the future.

## Q. MR. SWAN, DOES THIS CONCLUDE YOUR TESTIMONY?

20 A. Yes. It does.

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